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ABSTRACT

Through description and discussion of the county prison's setting and potential for adult education, this booklet presents guidelines for successful correctional services. (It was designed as a supplement to a community-centered county correctional workshop.) An introductory section describes the prison setting including regulation of Pennsylvania county prisons, classification of prison populations, and description of the typical county jail (problems, policies, philosophy, etc.). Adult education in county prisons is discussed from the standpoint of the problems of inmates, educational procedures peculiar to prison environments, and suggested curriculum possibilities. Notes on counseling services list types of client crises and types of counseling needed. Under "Vocational Programs" the unemployment syndrome, vocational screening systems, and various types of occupational training opportunities are described. The need for promoting public awareness is emphasized in the section on community involvement followed by an outline of contacts which potentially have something to offer any county prison in terms of services. Topic headings are education programs, business and industry, local government officials, federal and state agencies, and local and municipal services agencies. A final section on challenges discusses federal, state, and local funding sources with notes on making programs work. (JT)

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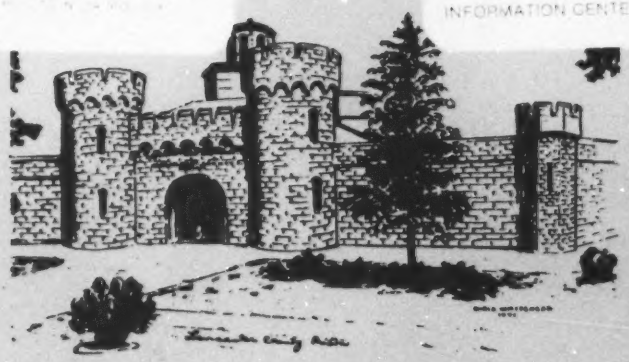

A STUDY OF THE INVOLVEMENT OF COMMUNITY AGENCIES IN COUNTY CORRECTIONAL PROGRAMS.

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A 309 Adult Education Special Project

CE 024 576

The Community, The County Prison and You...

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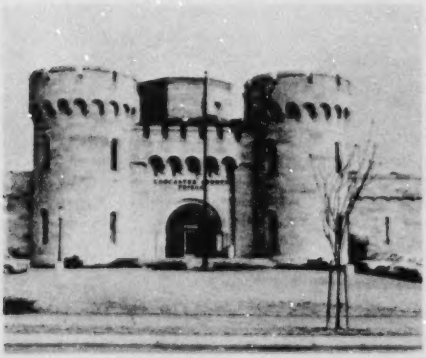
THE PRISON SETTING

Almost no one wants to go to prison! Yet today there are more than a ¼ million persons incarcerated in the prisons of the United States. They are charged with committing an astounding variety of crimes, large and small. It is a sad fact that most criminals are never caught, many guilty persons are never convicted, and some innocent persons go to jail. Too many prisoners are recidivists, who have been released and jailed again for later crimes. All offenders, however, have basic needs and deserve a chance to change their responses to influences which led them to prison. This publication will attempt to present some guidelines for successful correctional services, so that inmates may make time serve them while serving time.

TYPES OF PRISONS: Most American institutions for detention and safekeeping of those accused of breaking the law are operated by cities and counties. The states and federal government also operate penal institutions which differ in several important aspects.

Police station lockups are found in large departments. These cells hold suspects briefly until arrangements can be made for a hearing. Small town municipal jails resemble city lockups but in some cases may house sentenced criminals as well as those awaiting trial. There are about 15,000 lockups and small town jails in the U.S.A. Less than half of the persons held in these are eventually convicted of crimes.



Exterior and interior view–Lancaster County Prison

County jails house arrested suspects awaiting trial from areas which do not have local lockups, convicted criminals serving sentences of less than 24 months, and sentenced criminals from state or federal prisons who have been returned to the county to come before the court for other crimes. About 3,800 counties in the nation have their own jails. Pennsylvania has 67 county jails. The county prisons have traditionally been the gateways through which pass neophytes in crime. Offenders who have not yet become hardened enough to graduate to state prisons share cell blocks with the poor, uneducated, powerless debtors of society, who serve their time in lieu of bail or fines and costs.

Pennsylvania operates 8 state prisons which currently hold 6,677 offenders who have been sentenced to longer than two-year terms. They range from maximum security institutions to Greensburg State Correctional Center for men who can be trusted. One prison at Muncy, Lycoming County, is almost exclusively for women. The state also operates an institution for the criminally insane at Fairview, Schuylkill County. These institutions more closely resemble federal than county prisons in the way they are administered and the way inmates are treated. Longer sentences permit extensive vocational, educational, and counseling programs designed to rehabilitate offenders.

The U.S. Government maintains federal prisons for persons who are convicted of violating federal laws dealing with interstate crimes, liquor and drugs, income tax, immigration, the mails, and national security. These are large institutions, with many well-supported correctional services. The two federal prisons in Pennsylvania are at Lewisburg and at Allenwood Camp, Union County.

REGULATION OF PENNSYLVANIA COUNTY PRISONS: The county prisons in Pennsylvania are regulated by guidelines from the Pennsylvania Bureau of Corrections. The control of county prisons is vested in the Prison Board. The population of the county determines the classification and size of its prison. Philadelphia County has the biggest prison system, while several sparsely settled northern counties have the smallest.

The county prison board acts not only as the policy making body which sets the tone for local corrections, but also as employer for the prison staff. The boards are appointed in all but Lancaster County, where the members are still elected. Effective boards consist of those officials who have a real stake in county corrections. Typical composition includes at least one county commissioner, one judge, the county controller, the district attorney, sheriff, and others who meet monthly to review personnel, policy, procedures, budget, and plan solutions to problems.

The prison staff is headed by the warden. In counties with small populations this frequently is a part of the job of the sheriff, whose department runs the prison. In larger institutions the warden may have a deputy warden and captains, lieutenants and sergeants to help run the correctional officer shifts. The officers are responsible for prison security and the supervision of daily routine. Minority members are welcome as prison officers.

POPULATION CLASSIFICATION: County prisons have a number of distinct populations which usually do not associate with each other while incarcerated. Male and female prisoners are of course housed separately.

"Trial Line" prisoners are those accused of committing crimes but who have not yet come to trial. They are often uneducated, poor, minority offenders who do not have the social contacts and/or economic resources to arrange for bail. Frequently those who commit the most "profitable"crimes against society are also the ones who can raise "instant bail" and avoid pre-trial incarceration. Trial line is a seething cauldron of contrasts. Youthful first offenders are housed side by side with hardened recidivists, drunk drivers with sex deviates, murderers with check forgers. All are presumed to be innocent until proven guilty, but in fact both innocent and guilty share the same cells during this period.

"Sentence Line" prisoners are those individuals convicted and sentenced to up to 23½ months for less serious offenses. Those sentenced to longer terms (24 months plus) usually go to state prisons. A typical cross section of crimes would include burglary, forgery, receiving stolen goods, minor drug offenses, drunk driving, driving without a license, underage drinking, indecent exposure, assault, and parole violation. Sentenced prisoners are often a more stable group than trial line, since they have already stood trial, know their approximate release date, and have had time to make an adjustment to prison. Many prisons have a policy called "good time" by which a certain number of days are credited per month toward reduction of total sentence for good behavior. Sentenced prisoners may be used for work details as developed by the prison staff but trial line inmates' work is voluntary, since they are still unsentenced and "innocent".

"Stateside" prisoners consist of persons returned from state institutions for temporary local confinement during appearances in court for additional charges or as witnesses in other trials. They are kept separate from all other populations, and often require high security.

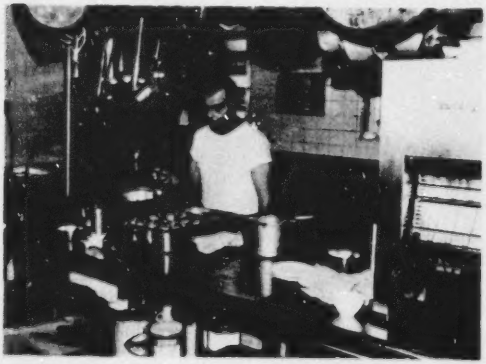
"Female" prisoners are sometimes kept in a "no-man's land", with few opportunities to even see male residents. Women are guarded by female officers called matrons. The female population is usually small, and at times facilities are woefully lacking, and programs limited. Common female offenses are drug violations, writing bad checks, shoplifting, drunk driving and less serious or less violent crimes than those of the male. They have their own trial line and sentenced cells, but work release opportunities are fewer.

Female prisoners enjoy their yard-out at Lebanon County Prison

Work Release (Outmate) programs operate in many county prisons. Certain inmates are made eligible by the court at time of sentencing based on the type of offense, economic need, and employment at the time of trial. Outmates live at the prison but work in the community, earning the same pay as their co-workers in business and industry. A portion of their earnings is then returned to the county to pay fines and costs, maintenance cost, child support, and purchase of items from the prison store. The rest is put into savings accounts until released. Work release participants are carefully screened. Court eligibility does not insure this privilege if behavior is bad or jobs are not available. Outmate status is an excellent bridge to responsibility and helps keep family units intact by providing support during the offender's incarceration.

TYPICAL COUNTY JAIL: County jails have great range in population and physical plant, but all have cell blocks to house the prisoners. Individual cells usually have barred doors, a metal bunk and mattress, toilet and washing facilities, and table and chair. Sometimes two prisoners share a cell. Usually a row or rows of cells face an open area where inmates can sit at tables and play cards, watch TV, or exercise in inclement weather. Each cell block is sealed off for security, to prevent escape and contact between trial, sentenced, and work-release prisoners if possible. The "bullpen" is a solitary confinement cell with a solid door. Officers patrol and supervise cellblocks constantly. Women prisoners have their own cellblocks, exercise yard, meal schedule, and work details. Full services must be extended to them, but sometimes staff and space limitations are acute.

The work release area must be physically separate from the rest of the population if prison officials hope to stem the flow of contraband (forbidden items) into the institution. Ideally the outmate area should be more like a dormitory than a prison, with increased freedom and added responsibilities. Residents must be able to travel to and from work at any time without disturbing each other. A special office should be provided for the work release administrative officer. Here he can conduct job interviews, meet representatives of industry and agencies, secure pay and work records, and handle routine inmate problems. The yard is an enclosed grassy or blacktop area for recreation during favorable weather. Prisoners are required to have two exercise hours per day. Inmates engage in basketball, softball, football, weightlifting, and other sports with sometimes violent enthusiam. Sometimes gardens are planted in part of the yard to supplement prison diet. Some institutions have excellent food service. Sentenced inmates may be utilized in food preparation, serving, and kitchen cleanup duties, under the direction of a skilled cook. Officers eat the same food, and supervise the movement of prisoners to, from and during meals. Good food helps raise prisoners' morale and reduce tensions. Although prisoners naturally gripe about the food, many are eating better inside than outside of prison.



Kitchen duty provides on-the-job training for interested outmates.

A jail in poor physical condition is a danger to the staff and the community since it will not be secure. Electrical systems must function, for lighting, communications, electrically operated doors and security devices are critical in a prison. Therefore maintenance facilities are found in a shop at many county prisons. Selected sentenced inmates, under the supervision of the officer in charge of the physical facilities may perform electrical, plumbing, carpentry and janitorial services.

This not only saves the county money but provides on-the-job training. Since many county jails are in a deteriorated state, preventive maintenance is essential.

SPECIAL PROBLEMS: Security considerations affect every aspect of life in prisons, for inmate and staff alike. Prisoners are stripped and thoroughly searched when first committed to the institution. Their personal effects are locked up until release; and they are issued prison clothing, usually uniform dungarees, shoes and work shirts. Different colored clothing is sometimes used to further identify residents of various classifications. Passage requires unlocking and securing every door. Officers are assigned to key locations to supervise movement of prisoners, and count constantly to make sure none are missing. Tools, utensils, and recreational equipment must be carefully inventoried after each use. Efforts are made to prevent potentially dangerous inmates from physically harming others. Sometimes inmates are isolated for their own protection. This is true particularly of child molesters and other sexual deviates, who incur the loathing of their cellmates.

Firearms are stored for use if needed but no weapons are carried by guards in the cellblocks. It is too easy for inmates to steal them or to overpower the officers. An officer who needs a weapon to feel secure in prison does not belong there. Regulations in many prisons parallel military systems of organization and procedures, largely because they have been found to be efficient in a correctional setting, and the work seems to attract a number of former servicemen. The ultimate function of a county prison is to detain suspects until they stand trial and hold convicted offenders during their sentence. Since few if any of those incarcerated want to be in prison, security deserves its foremost priority, and any relaxation of vigilance can potentially be not only embarassing but fatal.

The cafeteria in Lebanon County Prison is also used for visitation.

VISITATION PRIVILEGES are mandated for county prison inmates. Trial line, sentenced, and work release are scheduled at different times, and all visitors are screened by an officer to determine eligibility. Visitation rules are designed to insulate inmates from those who would harass or harm them. Only persons with prior approval of the prisoner are allowed scheduled visits. Contact visits lend themselves to exchange of contraband - therefore some prisons have glass windows between inmate and visitor. Underage children must be accompanied by a parent, and all must be on the prisoner's visitation list. Lawyers and clergy have special passes. Occasionally emergency visits are permitted. Outmates are permitted weekend passes for good behavior in some county prison programs.

LEGAL SERVICES must be provided for county prison inmates. Attorneys are permitted to visit at any time for consulation, and the courts are constantly in contact with the prison staff for scheduling hearings, trials, transfers, and parole matters. If an accused person does not have money to hire his own lawyer, the county appoints a public defender. This is often a lawyer who has not yet built up his own lucrative practice: who "moonlights" for a fee from the county. Public defenders are notoriously overloaded with cases, and underpaid if they are doing a good job. It is not uncommon for a trial line prisoner to meet his public defender for the first time on the day of the trial.

Accurate and complete legal records are absolutely essential, even after the individual has been released. Probation and parole officers, police departments, governmental and social agencies, and health services all have occasional need of information to serve ex-offenders. Legal books are provided in the prison library for inmates to search and learn of laws applying to their personal cases.

DISCIPLINARY POLICY has traditionally been oriented toward punishment of offenders. Excessively harsh treatment and denial of prisoner's basic human rights have received considerable attention from the courts. However, objectives of discipline are to keep order in the jail, develop prisoner self-control, and train officers in consistent treatment of inmates. Usual punishments include loss of privileges, loss of good conduct time, and segregation. Firm, fair, reasonable rules and routine for everyone go a long way toward preventing friction and the need for individual punishment.

OFFICER TRAINING is necessary to insure efficient and effective jail operation. Correctional officers represent a great diversity of backgrounds, from college graduates to high school dropouts, senior citizens to recently discharged service veterans. Not everyone can function behind locked doors, working with a criminal clientele, and constantly under pressure to enforce strict, but fair, security. Turnover is often high among trainees. Orientation and casual on-the-job training does not produce competent correctional officers. Ongoing training programs should include evaluation of officer performance, group critiques of specific incidents and instruction on new procedures.

A TAX EXPENDITURE of significant dimension is involved in county prison operations. This requires thoughtful administration and responsible accounting procedures to guarantee the lowest expenses for the most service and security. Budgets are approved by the county prison board and commissioners and must be adhered to during the fiscal year. Formal monthly reports to the prison board and records help control expenses. Preventive maintenance on the buildings, aggressive shopping for bargains, and community contacts for contributions of materials, food, and labor can help cut expenses. When one considers the costs of salaries for the warden, correctional officers, office staff, special services, prisoners' food, clothing, medical aid, recreational equipment, transportation, maintenance, etc. it is obvious that a county jail is an expensive operation. In addition, the annual population is largely unpredictable, and crises may cause added unexpected expenses to tax the talents of even the best fiscally-trained administrators. It is ironic but true that the annual cost of incarceration for an average prisoner in a well-managed, medium-sized county jail equals or exceeds the cost of sending that prisoner to an Ivy League college for the year, with a summer vacation in Europe thrown in!

CORRECTIONAL STRATEGY: The philosophy of correctional programs has evolved from ancient times, when tribes allowed individuals to take revenge on offenders. In the early American West, vigilante justice was swift, but subject to whims, since guilt and innocence are even now very difficult to establish unless evidence is abundant and the offender is caught in the act. Organized governments took law enforcement responsibility out of the hands of individual citizens. They established police to apprehend offenders, courts to decide their guilt and set penalties, and correctional institutions to protect society from them. The history of corrections is fascinating, but does not make "pretty reading". The great Russian writer, Dostoyevsky, once wrote: *"To measure the degree of civilization in a society, one needs only to enter its prisons".*

Two aspects of life at a county prison.

A meaningful approach to the difficulties in developing positive programs in prisons and relieving negative effects of incarceration have led to a concept of community corrections in which county prisons play the key role. The President's Crime Commission (1967) recognized and endorsed this trend and reported:

> *"The general underlying premise for the new direction in corrections is that crime and delinquency are symptoms of failures and disorganization in the community as well as of individual offenders. In particular, these failures are seen as depriving offenders of contact with institutions that are basically responsible for assuring development of law-abiding conduct: sound family life, good schools, recreation opportunities, and desirable occupations, to name only some of the more direct influences. The substitution of deleterious habits, standards, and associates for these strengthening influences contributes to crime and delinquency.*
>
> *The task of corrections therefore includes building or rebuilding solid ties between offender and community, reintegrating the offender into community life, restoring family ties, obtaining employment and education, securing in the larger sense a place for the offender in the routine functioning of society.*

Correctional programs must operate at the local level if they are to utilize community ties and resources. Federal and state efforts, no matter how impressive and extensive, cannot hope to attain the "grass roots" impact of comprehensive county

prison programs.County jails must become "community correction institutions". The rest of this publication will offer some guidelines toward this end.

ADULT EDUCATION IN COUNTY PRISONS

EDUCATIONAL PROBLEMS OF INMATES:

Educational handicaps are a contributing factor to many offenders' problems. Although some college graduates are committed to jail, they are an insignificant minority when compared with those who have not finished - or even begun - high school. Some inmates show considerable survival sense, but are frustrated even in their criminal efforts by lack of educational ability. Many smart criminals do not get caught, and when they do they have a better chance of avoiding incarceration. Consequently, county prisons are largely filled with prisoners of limited ability and intelligence, who have difficulty communicating facts and feelings, following directions, and planning for their self-improvement.

Spanish-speaking inmates have an extremely difficult time, for they must rely upon others to translate regulations and even routine requests, and few speak or understand their language. Whenever possible, an education staff member should be fluent in Spanish.

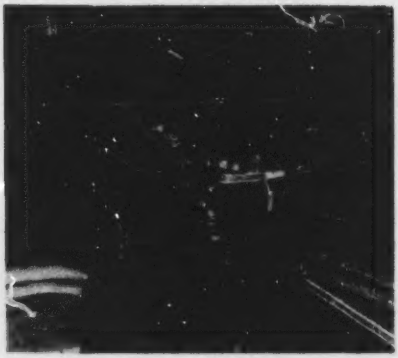
Learning English as a Second Language takes patience and effort by both pupil and teacher.

The illiterate inmate who can neither read nor write needs special help. It is important to offer slow students material simple enough to permit success. Standard tests can establish beginning levels. Teachers can give appropriate material to promote reading skills. Writing can also be taught from beginning levels. Some men first learn to write their name while in prison.

Most inmates have never developed good study habits. An integral part of any educational program should be practical aids to self-help and study methods, geared to high-interest subject matter. One of the greatest outcomes of prison education is when a participant learns how to seek information on his own and come to decisions based on his findings.

Many inmates exhibit negative attitudes toward school and formal education. They have had bad experiences in school with subject failures, frustrations, ridicule, inconsistent discipline, and apathy. They have had teachers and administrators who gave lip service to helping slower students but didn't really care. Observation has shown that the most positive way for a teacher to get respect is to give it. The "untouchables" may hate to be taught but even they enjoy learning when there is fair treatment and a chance to succeed. Inmates will sometimes amaze instructors who offer them an opportunity to complete or expand their education in a climate of supportive acceptance without constant harrassment over unimportant issues.

A remarkable phenomenon in adult education, seen frequently in prison classes, is the recognition of a "need to learn". Dropouts and "pushouts" suddenly accept the need for education. They have had their freedom from the classroom, but found themselves unable to progress within (or against) the social economic system without an adequate education. Coupled with the intellectual vacuum of prison life, active brains seek their level, and the classroom becomes a more desirable place.



The boredom of prison life takes it's toll.

"Losers" still ridicule other prisoners for attending school, but they are also envious when cellmates earn their high school diplomas, go to vo-tech, and improve their skills. Peer pressure can develop a real team spirit in which advanced students help tutor slower pupils, recruit new students, and develop improved self-awareness and images.

EDUCATIONAL PROCEDURES IN A COUNTY PRISON

County prison education programs must constantly recruit new students to replace those who drop out, are transferred or released. Turnover is high, since most inmates are only in prison for three to six months - a restricted time in which to effect changes in attitude or ability.

Some of the best recruits are friends brought by program participants. New prisoners must be told about educational opportunities during their orientation to the prison. Signs may be posted on cellblock bulletin boards advertising courses. Prison newspapers can keep inmates aware of classes. Classes can feature films, lectures by outside specialists, contests among the prison population, and awards to increase interest. Unless constant recruiting is done, educational programs can dry up for lack of students.

Orientation programs for correctional officers will help the prison staff recognize the value of the program. Frequently officers will comment that the school is "wasting its time" trying to teach particular unpopular inmates. Everyone deserves a chance to change, and some prisoners have achieved outstanding success in spite of these dire warnings. When the correctional officers are made to feel that their problems of prisoner control are taken into consideration some staff will become excellent sources of referrals for classes and counseling.

Class schedules are always subject to the routine of the institution. Prison administrators will usually meet educators halfway, but students are only available for instruction when not locked into cleanup time, body count, work details, meal time, visitations, and exercise time in the yard. Prisoners need to learn the daily educational schedule. Sometimes alternate days for trial line and sentenced classes work best. Most outmates work in the daytime, therefore, it is hard to get them to evening classes. The women must also be served. Because of population separations, it is not uncommon to offer a class to three or four groups at different times. Whenever possible large classes should be scheduled in "prime time" with individual instruction fitted in as needed.

Security requirements determine where, when and how classes will operate. Schedules are part of security, for the whereabouts of each prisoner must always be known. Teachers must take class roll whenever they meet, and account for every student at all times. At the end of class, instructors should notify the appropriate officer that a specific prisoner or number of prisoners is being released to go to a specific cellblock. Classroom materials must be locked up when not in use. Even a pencil can become a weapon, and glue is popular for "sniffing". Teachers are expected to maintain security and are required to conform to prison schedules and regulations. Visiting resource persons must be approved by the prison. Unusual or suspicious student behavior should be reported to proper authorities since prison escapes have been planned and initiated in academic classrooms, and teachers (especially women) make excellent hostages. These are the cold facts which cannot be ignored, and educators who cannot remember to keep security first will not last long in prison programs.

Adequate Classroom Facilities are not normally available in county prisons. Teachers are usually forbidden to enter the cellblocks, so pupils must be brought to a suitable location. Hallways, storage closets, a corner of an office, the boiler room, or cafeteria have been utilized. But ideally there should be a quiet room large enough to hold a normal class, with blackboard, desks, and material storage. The site should lend itself to easy access and observation, and have two entrances to permit rescue in case of trouble. Prisons can be unbearably noisy, so the classroom should not be adjacent to the exercise yard, workshop, kitchen, or cellblock unless scheduling can avoid any busy periods. Electrical outlets are useful for audio-visual equipment. Some county prisons, notably Lancaster and Lebanon, have converted basement storage areas into large, colorful, practical classroom space and counseling areas. Prisoners took an active part in constructing, painting, wiring and furnishing these school projects.

Materials for prison classrooms should be provided in proportion to need, use, and value. Nothing should be present unless it will probably be used. Extremely valuable or expensive items are prone to vandalism, but most inmates can be trained to respect "their" school property. Popular reading series, math workbooks, and books used in public schools can find use in prisons. Security is necessary. The warden should have a duplicate key to any school storage areas.

It is important to think of materials as geared to functional rather than chronological levels. It is amazing how many ex-high school students in prison have difficulty with sixth grade reading, or cannot solve simple arithmetic problems. One cannot assume anything. Cassette tape player/recorders, programmed learning devices, and self-study systems are popular with inmates.

Inmate and instructor sometimes trade places in the prison classroom.

Teacher-inmate relationship must be one of mutual trust, sincerity, patience and understanding balanced with a firm, no-nonsense approach to prison rules and classroom management. Humor is helpful, empathy is essential. Some prisoners will test teachers to the limit, to determine "how far they can go". But generally there is appreciation for attending classes, and any who abuse the privilege can be returned to the cellblock. The teacher needs to be practical and perceptive, with a real desire to get the best performance out of each student in the short time available. Prisoners can spot insincerity, incompetence and insecurity. It takes a caring, competent, complete person who "has it all together" to work in a prison classroom.

For maximum benefit, a prisoner should become involved in school while on trial line, continue through sentence, and finish on work release. In other words, whatever the individual situation, there is relatively little time to work with students in county prisons. Records must be kept to indicate pre and posts tests, progress, involvement in classes, and personal history and goals. Prisons have a fluid population, and unfortunately many old students are released only to return later. Careful scheduling, planning, and observations will insure that each inmate gets the most benefit from his school experiences.

Public Relations is an important factor in the success of prison programs. The press should be informed of any educational programs, and invited to visit the facilities if possible. Releases must be signed by inmates to permit photographs and use of their names in articles. Many prisoners thrive on recognition, and are delighted to have their names in print for earning an education instead of committing crimes. Television can also be used to make the public aware of worthwhile projects in county jails. Some prison schools publish monthly or bi-weekly newspapers of considerable quality which can be sent to local papers and key community persons. Nothing should be projected before it has been accomplished - public approval is built on accomplishments, not ideas.

ADULT EDUCATION COURSES: Formal course offerings should be built around needs of the county prison population and available resources. The approaches must be flexible to allow for the huge range in ability, motivation, and background of the students, as well as the requirements of the institution and communtiy.

Certainly there is a need for emphasis on reading and language arts. Every opportunity should be given inmates to express themselves orally through class discussions and "rap sessions", in written form by interview assignments, poetry, letter writing and journalism. Reading can revolve around interest items in newspapers, comics and magazines as well as formal reading series. Imagination, high interest, and realistic choice of materials and goals will spark these activities. Everyday mathematic skills are necessary and usually appreciated when inmates finally figure out how to do problems. As with verbal skills, teachers must meet the student at his level and work from there with patience and perserverence, keeping the work on a practical plane. 3ome inmates enjoy algebra and higher math, so a wide range of material should be available.

Art and music need not be taught as separate courses, but used to enhance verbal skills and provide another avenue for self-expression. Talent is a ticket to recognition and the admiration of fellow students and even the prison staff. Skills may be used by prison and school in a variety of useful situations. The curriculum should be determined in part by student interest. Understanding gained from classes can make the inmate more able to cope with pressures inside prison and after release. Outside specialists may be used for instruction.

CURRICULUM POSSIBILITIES: An almost limitless number of courses may be created for prison educational programs. Some of the most popular and necessary offerings are listed here.

Basic Reading serves the beginning reader and strives to bring all students to at least a junior high level, time and talent permitting.

Literature is for those who can already read fairly well. They may explore any current or classic novel or story and discuss content ideas.

Surprisingly, many inmates like poetry, and enjoy writing verses. Context and feeling are more important than technique.

Foreign languages are too difficult for most prisoners - indeed English is a "foreign language" to many. But some advanced students have learned Spanish while assisting their classmates to learn English.

English as a Second Language is designed to teach non-English-speakers the fundamentals of oral communications.

Creative writing is a great outlet for a prisoner's feelings and ideas. Clear expression develops from the student's learning how to criticize his work and that of others. This is often a very popular course and uncovers talents.

Grammar is presented best as a tool for better understanding and expression. When prisoners see their creative writing and poetry being rendered unclear by poor grammar they are glad to learn the right way.

Journalism flourishes in prisons, but it must be tempered by an editorial staff who insists on accurate facts, and high standards of quality. Prison newspapers like Lancaster County's bi-weekly "Renaissance" feature investigative articles, reports, cartoons, poetry, sports, interviews with prison staff and notable inmates, and informative articles on regulations and changes in policy and procedures. Prisoners do all the reporting, layout and typing. Some prisoners practice typing while in prison.

The "Renaissance" is a prisoner production from start to finish.

Mathematics is extremely important, and is begun at the student's level of basic skills. Practical problems, workbooks, programmed learning, and individual help make it more painless than in public schools. Some inmates study bookkeeping . . . others are in prison for "keeping book".

Art and Music are frequently pursued on an individual basis by those already talented in the fields. A prisoner who can strum a mournful guitar, a lively banjo, or sketch his fellow prisoners and other scenes is assured popularity. These talents can be used in prison publications. Some institutions even produce "literary magazines" of inmate art, poetry and writing.

Psychology is intriguing to many prisoners, both as a self-analysis tool and a means of understanding and improving inter-personal relationships. Care must be taken to avoid potentially embarassing or inflamatory situations, but candid discussion is often illuminating and animated.

Basic Living Skills is a course designed to help inmates learn to respond to responsibility, arrange their personal affairs, shop easily, handle finances, and practice self improvement. This may be related closely to community resources, in which prisoners learn where to find help with a multitude of problems on the outside. Representatives of various agencies are invited to explain their services and answer questions.

Employability Skills or Job Search and Survival will be discussed under vocational programs.

The General Equivalent Diploma (GED) course is a means whereby inmates may study math, language arts, literature, science, social studies, and other subjects in preparation for a series of tests which, when passed successfully, will result in a high school diploma.

Lebanon prisoners work toward their GED.

Study for the GED is guided by results of a pre-test, which discloses strengths and weaknesses in student backgrounds. Almost all participants need intensive work in several areas. Standard workbooks and class materials are provided, and individual tutoring is performed. There are few experiences in prison education more gratifying than presenting a high school equivalent diploma to an inmate who several years before hated school with a passion or was adrift on the sea of apathy. Graduates are often treated like heroes and enjoy the congratulations of their fellow prisoners. Those who fail the test are allowed to retest those areas in which they scored lowest, and do not have to repeat the entire test. Testing is scheduled several times per year.

Students who are released while preparing for the GED, or who need retests are encouraged to take advantage of local adult education GED classes when and where available. Previous high schools are sometimes called for record clarifications and help from counselors familiar with the local prisoner's background, ability, and special problems. Most schools are glad to cooperate. Liaison with local, special, private, technical, and correspondence school representatives is at times very useful. Inmates can explore opportunities to follow after release, and some take correspondence courses while in jail. College courses can be offered in county prisons to advanced students, or interest groups. At Lancaster County Prison, a Millersville State College professor taught an Ethnic Awareness Course which explored differences in cultures and races and was instrumental in helping calm a potentially explosive racial situation one summer. Radical prisoners were allowed to attend - some were college graduates and some high school dropouts, but most were impressed and learned more about tolerance. Eligible prisoners may be guided into enrollment in local colleges, which are particularly eager to fill minority quotas with disadvantaged ex-offenders who show some academic promise and responsible behavior. Of course, any and all proposed additions or changes in school curriculum, class schedules, special projects, should be discussed with the proper prison authorities, who should also be kept up to date on rolls of prisoner participants. The educational program can succeed only if the educational director and warden have a close relationship built on mutual respect and trust.

COUNSELING SERVICES

CLIENT CRISES: Few experiences can match the impact of incarceration as a source of profound frustration and far-reaching problems. Loss of freedom affects prisoners in ways ranging from apathy to violence. Cut off from family, friends, lovers and sources of income, the inmate feels a sense of overwhelming helplessness; helpless to change the events which led to prison or to control the events which follow. In some prisoners this leads to extreme depression and suicidal tendencies. Some correctional officers are very sensitive to signs of potential suicide and head off troubles.

Local psychiatrists should be on call to examine patients for mental commitment when inmates snap under their pressures. Testing and interviews screen prisoners who may hurt themselves or others. These are committed at local hospital phychiatric wards.

Prisoners are sometimes in appalling physical condition when committed to prison. Many are suffering from the effects of a bad drug trip or alcoholic "DT.s". Injured inmates are examined and usually treated at the hospital emergency room before commitment. There are also hospital cells where the sick and insane are isolated. Prison counselors often refer inmates to drug and alcohol personnel who come to prison.

Sexual stresses are acute for some prisoners, who are separated from lovers and spouses. Homosexual rape of young offenders is particularly tragic, and the general prison population has contempt for all child molesters and most sexual deviates. Prisoners lack the opportunity to even see members of the opposite sex in some county institutions. This abnormal condition may prevent pregnancies in prison but not preoccupation with sexual fantasy or homosexual contacts.

While breadwinners are incarcerated, their families must still eat and have housing. Counselors can contact appropriate agencies to initiate help for prisoner's dependents. The counselor can relieve much tension in prison by making phone calls for inmates to handle essential business. Counselors can talk to family members to stabilize or improve conditions and calm the fears of prisoners who often imagine things are worse than they really are. Referrals are made to community agencies for special help.

Quarantine periods of up to 48 hours have proven useful to control newly committed prisoners. During this time they are observed closely for disease, mental illness, drug and alcohol dependency, sexual problems, and given counseling interviews to relieve outside concerns. They are informed about visitation rights and receive an orientation as to prison regulations. This quarantine period gives pris- a chance to unwind and contemplate their priorities and values. Legal contacts are made too, and those who are able to arrange bail are released. Legal counsel is available to all, be it private attorney or public defender. Public defenders can be assigned to those inmates who qualify and thus start the wheels of legal aid.

Professional services of counselors are often provided by the county prison, but educational counselors can help when needed. It must be remembered that the prison administration must be appraised of any matters which affect security within the institution. This should be made clear to inmates before the counseling sessions - personal matters receive confidential treatment due the client, but "don't bring up escape plans, etc. unless you want them investigated." Prisoners

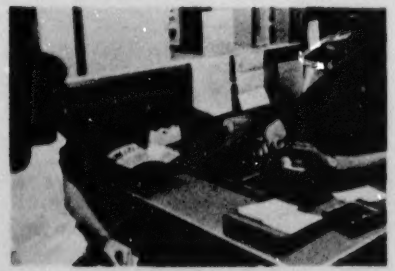
respond well to this honest approach. Never violate the trust of a prisoner, or promise things one cannot deliver or inmates will lose faith rapidly. Conversely, when a counselor is realistic but believes in people, the word gets around.

Much prison counseling is crisis oriented. Stabilizing an inmate's emotional highs and lows, thwarting suicidal depression, hearing severe personal problems, setting goals, encouraging self-development, seeking solutions to family interpersonal relationships, discussing sexual problems are all in a day's work for prison counselors.

Lebanon's Tom Scranton and John Russell check out a job opening for an outmate.

Interruptions and the unusual are to be expected as routine. Group therapy may be scheduled for a number of common problem areas, for inmates can be very candid with each other and themselves. Screening services for prison jobs, outmate and testing evaluations are provided by counselors at the request of administrators, agencies, or residents.

Behavior modifications can be an effective counseling tool when its principles are applied equally by administrators and corrections officers. Punishment does not promote progress. A number of excellent resources and materials can be used to help the prisoner address himself to the task of self-improvement. The prayer of Alcoholics Anonymous is applicable to prison life for inmates, officers, and correctional service personnel alike - "God grant me the serenity to accept what I cannot change, the courage to change what I can and the wisdom to know the difference."



Bill Pare, Lancaster counselor, tells a new inmate the facts of prison life.

VOCATIONAL PROGRAMS

THE UNEMPLOYMENT SYNDROME: Many offenders find it difficult to accept the concept of steady employment as a means of self-support. Family backgrounds may reflect negative attitudes toward vocational responsibilities and many prisoners are products of generations of public welfare, which has sapped the social economic family tree of vocational vitality.

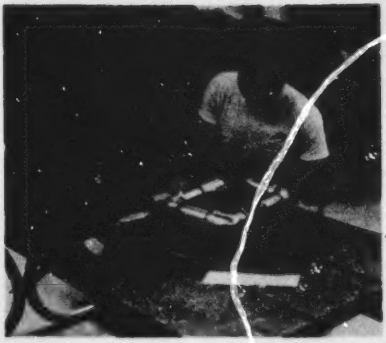
It is not unusual for prisoners to list many employers; but each position is of short duration. Getting a job is apparently not as difficult as keeping it. Misunderstanding, friction with other employees, poor attendance, and substandard performance lead to termination. Prisoners sometimes "quit before they start", lacking confidence and patience, and having an almost paranoid attitude toward even constructive criticism. Many quit even before looking for another job.

Limited vocational skills plague most county prison inmates. They lack sufficient education and meaningful job experiences, and see training opportunities as beyond their resources. Without skills or guidance they set unrealistic goals or none at all. When business falters, the unskilled and recently employed are laid off first. Emotional instability and immaturity characterize those offenders who seem qualified to hold a good job but falter. Short tempers, depression, dependence on drugs and alcohol, plus impulsive behavior mark the unemployed offender.

VOCATIONAL SCREENING SYSTEMS: While filled with self-pity, prisoners are incapable of self-evaluation and realistic searching based on latent skills and job interests which could profitably be developed. Therefore it is necessary to involve the prisoner in vocational evaluation to improve his self image and to assist him to determine what areas offer the best chance for success.

The Jewish Evaluation and Vocational System (JEVS) is an excellent "Hands-On" screening device which measures abilities and attitudes in specific tasks common to many occupations. Twenty-eight increasingly difficult work samples are performed with time and performance noted for each. Many involve manual dexterity and coordination. The ability to follow verbal and written instructions, see spatial relationships, record information, and use initiative is measured. The evaluator observes the prisoner during the tasks which take three to five days. Prisoners "punch in and out" on a time clock, and are placed in pressure situations to rate stress. Employability skills sessions help instruct participants on ways to keep a job, and arouse awareness of good work attitudes and habits. A comprehensive report is completed and made available to prospective employers and prison counselors. It cites performance on each task and describes attitudes and abilities in both positive and negative terms. Results are invaluable in giving direction to vocational guidance and bringing the individual to increased self-awareness.

The Singer-Graflex System consists of fifteen work stations. These stations can be used for participant evaluation or for learning specific job areas. A cassette tape presentation with earphones tells the inmate what to do while a filmstrip series shows the various steps to be performed. The participant actually splices wire, builds a brick wall, bakes a shortcake, repairs a small engine, joins and solders copper tubing and performs other equally realistic activities. The evaluator notes specific quality and time factors, and compares these with a previous self-inventory of interests done by the participant. The Singer is particularly valuable for determining the realism of expressed interests and the potential for training in specific job areas.

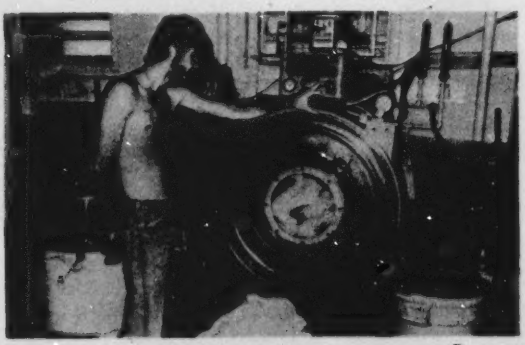


JEVS tests assembly skills.

Singer's AV unit relays instructions.

The vocational evaluator holds a key position in the county prison educational staff. Participants who loathe formal "book learning" often enjoy working with their hands. More than one has gone on to take adult education classes when he sees the need to develop vocational abilities. The mechanic who cannot read repair manuals is at a great disadvantage. The evaluator is in an excellent position to "break the ice" with prisoners in a relaxed setting and also observe their frustration levels in difficult tasks. Insights and reports are useful to prison authorities in screening work release candidates and choosing capable personnel for prison details. A good evaluator can often make predictions of prisoner performance and personality on the job. Potential employers need this and welcome accurate information which makes the offender employee a more "known quality" than the free job applicant who walks in "off the street". The vocational evaluator must work closely with the outmate director to help screen applicants, find jobs, and evaluate performance.

OCCUPATIONAL OPPORTUNITIES: The prison administration may use appropriate inmates for a number of tasks inside the prison which provide on-the-job training and utilization of prisoner skills. Food preparation, serving, storage and kitchen cleanup may be done by selected inmates under the direction of the prison cooks. Minor maintenance, custodial and janitorial services can be done by supervised prisoners. Some non-essential clerical work is a possibility. Outside groundskeeping, delivery errands and laundry service can be done by "trustees".



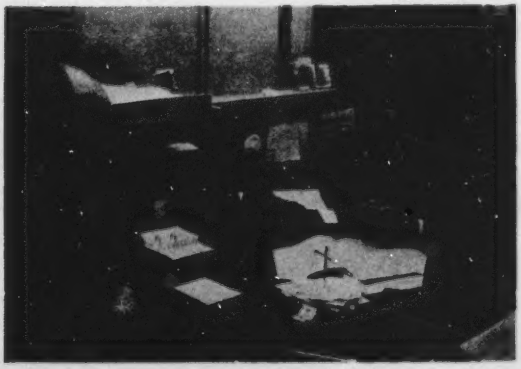
Prison chores help time pass more quickly.

The work release program is the responsibility of prison authorities, not educators. But correctional services can do much to aid its effectiveness. Vocational evaluation can be made a condition of candidacy and the screening results used in job placement. Attitudinal observations are of value in avoiding disciplinary difficulties on outmate. Local employment availability, of course, controls placement, but at least more appropriate prisoners can be matched to jobs. Prisoners who pass through vocational and attitudinal screening services seem to have a better probability for success as outmates.

The evaluated prisoner may elect to pursue education in a promising vocation utilizing the facilities of county vocational-technical schools. Prisoners eligible for outmate should be able to travel to school for classes. Transportation can be arranged through volunteers, but prison or other paid personnel is usually more dependable. Enrollment procedures are set by the school, and the prisoner should pay his own way. Popular courses include welding, carpentry, food trades, and plumbing/air conditioning. Some outmates rank high in these classes and are able to find better jobs because they have had the initiative to attend vo-tech. Other vocational education choices are local private technical schools and correspondence courses.

The ex-offender sometimes takes undesirable jobs only to become eligible for parole, then quits and is returned to prison for non-payment of fines, a parole violation. Pre-release vocational counseling and evaluation can help prevent this, but the released prisoner also needs communtiy support. His worst enemy is himself, not job discrimination from prospective employers. Pre and post release aid is critical.

Evaluation and counseling services in prison can help prepare the inmate to take realistic occupational options and establish contacts for local jobs. Adequate career planning must be based on thorough assessment of skills, interests, attitudes, and possibilities available to the ex-offender. Consideration of attitudes is critical. Punctuality, carefulness, cleanliness, responsibility, and ability to follow directions are only a few of the skills which so often determine if employment experience is development or disaster. Vocational services in prison can enhance prisoner progress and reduce recidivism.



Career counseling can help inmates plan and prepare for the future.

COMMUNITY INVOLVEMENT

NEED FOR PROMOTING PUBLIC AWARENESS: The public is generally unaware of what goes on in their county prison. Indeed, until one dear to them is touched by crime or incarcerated, the public often ignores the functions of the Criminal Justice System. "Prisons are for criminals, and everyone knows that I am not a criminal." Yet it is highly probable that ninety-five percent of the adult population of America has at least once done something illegal without being caught. In addition, even if apprehended most white-collar, middle class citizens have enough resources and contacts to get off with an initial warning or suspended sentence or probation if the case does go to court. At any rate, good credit references and communtiy influence makes it easy to get bail and avoid the trauma of trial line in the county prison. Local attitudes toward crime and punishment vary but the community ethic sets the tone for prison operations. Prison boards are sensitive to taxpayer opinion, and the best of plans and programs are sometimes severely limited by the priorities of local fiscal accountability vs. help for the prisoners. The public wants instant results from prison programs and needs to be educated as to the relative costs of recidivism vs. responsible citizenship of ex-offenders. Pat Taylor, Superintendent of the Women's Detention Center in Washington, D.C., put it well, "The community wants us to do in six months what society hasn't done in the entire lives of these women".

The public needs to know the philosophy, policies, procedures, problems and progress made at their county prisons. They need to learn of successes attained by ex-offenders, to realize that people make mistakes but mistakes don't make people. Some released persons have made remarkable recoveries while others achieve noteworthy successes while still in jail. Too often only the negative side of prison populations makes "good press" when prison escapes, riots, sensational crimes and court cases, or controversial correctional changes occur. Correctional services must include good publicity.

Television lends itself admirably to presenting actual views of the world behind the walls. Stations welcome the chance to show their viewers "forbidden" areas which most have never seen (and never hope to see). All television and newspaper releases should be approved by the prison authorities, and prisoners must give permission to be photographed or mentioned in the media. Television can show the developmental aspects of prison as well as the depressing areas.

Publicity can help to make the public aware of prison problems and progress. The seed of correctional service should be planted in the minds of selected local journalists, and cultivated carefully and constantly. At a minimum, the press should have a representative at each county prison board meeting to record routine and reform. The public may well be interested in the prison population, operating costs, projected budgets, personnel policies and treatment of inmates.

The outmate program makes excellent positive publicity. The public needs to realize that the work release program returns substantial sums to the county treasury through fine and cost payments, room and board, and substantial profits from purchases made in the prison store. Outmates also are natural human interest subjects, since they lead the double life of incarceration and industry, supporting their family while in prison and thereby keeping them off the relief roles. Project Hope at Lancaster County Prison has had good coverage of work release screening programs, vocational evaluations, outmates in vo-tech programs, and graduates of

the GED testing each "semester" - all subjects of feature articles in the Lancaster newspapers. Another venture made news when inmates produced a literary magazine, "To be Free" containing prisoner poetry and art work. Follow up stories on ex-offender programs help mellow the community toward giving them opportunities to advance themselves without resorting to their old patterns of crime. Citizens must have open minds toward hiring the ex-offender and supporting programs for inmates in their county prisons.

Project Hope's "To Be Free" booklet was featured in the Intelligencer Journal.

The correctional services director and staff can also spread public knowledge and concern through personal appearances and talks to civic organizations, church groups, and meetings of key community agencies. The director should attend prison board meetings to keep members informed of educational progress and projected plans, to coordinate efforts and receive approval for staff projects. A good working relationship with the board can result in their support of correctional programs. Community contacts made through public talks have brought jobs for outmates and ex-offenders, free labor and materials for constructing classroom and office areas in county prisons, volunteers for vo-tech transportation, and improved agency services.

Another partial solution for added community involvement is a Community Corrections Committee comprised of leaders of local business, industry, agencies, law enforcement, courts, and corrections. This group can set the guidelines for community-prison cooperation. Through monthly meetings and specific assignments, the members can help smooth out paths through the brambles of bureaucracy. Directors of various agencies can be scheduled each month to tour the prison, present their programs, and discuss areas of possible involvement. Agencies and prison authorities are too often willing to improve situations but unaware of each other's requirements and responsibilities. Excellent community help has been obtained through this method by several Pennsylvania county prisons. Committed citizens can do much to provide services for citizens who are committed.

SELECTED USEFUL AGENCIES AND CONTACTS: The following is an outline of contacts which potentially have something to offer any county prison in terms of services. All of the listed institutions and agencies were involved with Project Hope at Lancaster and/or Lebanon County Prisons during the first year of operation. Some were extensively committed from the beginning, others became active in varying degrees during the year, and some served only briefly on isolated cases. Since communities and their resources are quite different, however, all will be mentioned in hope that it may serve a useful purpose somewhere for a prison staff and/or residents of county prisons. Correctional services personnel should be real catalysts for change by bringing the community and prison administrators together for mutual benefit.

EDUCATIONAL PROGRAMS can function inside or outside the prison. The correctional education director or a staff member should make an effort to contact county school districts to set up communications for exchange of information on former students who are incarcerated. School counselors can at times be helpful in providing home background, testing and psychological scores to gear the prison program to the individual's needs. Sometimes it is useful for local teachers to speak to corrections staff members to learn which specific books, techniques, and levels were used in the home school. One suburban Lancaster school district brought its senior Problems of Democracy classes for a tour of the county prison's cellblocks, outmates, school, kitchen, commitment, and school facilities. The warden met with the group for an informative no-holds barred question and answer period covering the prison and its management. Following the visit, the Project Hope director visited the high school classrooms for additional discussion of prisoners problems as related to educational-vocational-attitudinal counseling. The high school students reviewed a rather comprehensive exposure to penal procedures, characteristics of offenders, and society's role in creating and realizing their problems. Several students acknowledged that they had done some illegal things already, but that they planned to change their ways based on the conditions of confinement found in the prison visit. It would seem that if even one teenager reaches that conclusion and mends his ways, the visitation and cooperative education program has served its purpose. It would be well if every school district were encouraged to visit the prison and discuss consequences of crime and incarceration with the youth of the county. A "preview of coming attractions" in time could well save some child from "doing time".

SCHOOL DISTRICTS can serve the prison by donating surplus textbooks, desks, library books, and other classroom materials for the prison school. Some very useful furniture and instructional aids were obtained in this manner.

THE INTERMEDIATE UNITS of the Department of Education have staffs can provide many services to county prisons. Intermediate Unit 13 sponsored Project Hope at Lancaster and Lebanon County Prisons. In this capacity, the adult education director secured funds for Adult Basic Education and GED classes, and hired a staff to implement a comprehensive program in other areas. The Intermediate Unit arranged funding for the Singer-Graflex vocational evaluation system and the Jewish Evaluation and Vocational System, trained an evaluator, and hired an aide through CETA. (See Funding section). A counselor and two teachers were provided, plus a director to coordinate the program with prison and community. Local Intermediate Units should prove to be a readily available source of expertise and encouragement in establishing educational and related programs in county prisons. In fact, they have been established to provide services

which public and private schools are unable to develop for themselves. They can establish an education department which may sponsor county prison educational programs. It is relatively easy to find certified teachers who are glad to "moonlight" by working in prisoner education with Intermediate Unit support. This can provide a nucleus of educational services upon which to build other involvement, whether on a part-time basis in small county prisons or full time in larger county institutions. Any educational aid is better than the intellectual vacuum existing where no programs are functioning. Intermediate Units also can provide speech and hearing specialists, school psychologists, and other services to youth detention centers, and arrange for such activities through established projects in county institutions.

VOCATIONAL-TECHNICAL SCHOOLS conduct evening adult classes in many subjects of interest to prison inmates. The director of adult education can provide information on class content and schedules and application forms for use by inmates. The prison authorities must, of course, approve any applicants for security regulations to permit traveling to classes. Transportation must be provided on a reliable basis. This is sometimes difficult. Volunteers, parents, relatives, and participating outmates can take prisoner pupils to and from classes, but the most reliable source may be public transportation or someone contracted to drive in exchange for a fee from the project or pupils. Some inmates have done extremely well in votech classes, earning the respect of teachers, administrators and classmates. Even more important, successes increased their own self-esteem, and enabled them to become more competitive on the job market.

CORRESPONDENCE SCHOOLS can be contacted to provide information on offerings. Inmates have signed up and paid for correspondence courses which they can pursue in prison.

ARMED FORCES TRAINING is another educational avenue to be explored. Recruiters will give counselors and educators lists of their respective schools and qualifications for training and enlistment. Each case must be weighed on its own merits, but many prisoners are eligible to join the service if their criminal record is not too serious and they have shown progress in educational, vocational, and counseling experiences while in prison. Generally, recruiters are forbidden to come into prisons to interview inmates, but appointments can be set up for outmates or released prisoners to go to the recruiting stations. Many disadvantaged persons need the structure, uniform rules, sense of identification, discipline, and comradeship which the armed forces - or the cellblock - can provide. Some who have no satisfactory civilian home of their own "find a home in the service" - others in jail. Training opportunities and security are excellent for those who qualify, and a "fresh-start" is virtually assured in the service setting.

BUSINESS AND INDUSTRY in the community can be tapped for employment opportunities and expertise. Since only the top management has the power to open doors for ex-offenders, prison programs should take careful aim at the brains of the local business world. Not all contacts need be direct. Some individuals may best be approached through contacts in their church, service club membership, or at places like manufacturers' association meetings. Too often those in education and correctional services approach the personnel department for job development.

When policy matters or potentially controversial new programs are concerned, one should save time and misunderstanding by "starting at the top". When the boss is won over, the employees have no choice but to follow and employ outmates or parolees. Adequate screening of candidates for work release can provide the potential employer with a comprehensive and detailed evaluation of education, work history and experience, training, work attitudes, attendance record, personality analysis, and vocational skills. This evaluation is appreciated as being in many cases more reliable than taking the word of an applicant who walks in off the street. The prison vocational evaluator in cooperation with the work release administrator can set up a program designed to recruit interested employers for the outmate program. A brochure can be made up explaining screening procedures, the administration of the outmate program, responsibility factors, the financial return to the county, and the benefits to the prisoner. Careful matching of ability, interest and experience to jobs, and continued support to employer and prisoner will lead to mutual trust and a good work record. By visiting a number of employers each week, the vocational staff can build up a growing roster of placement possibilities. Although, admittedly, some ex-offenders cannot handle freedom and responsibility on the job, others have gone on to notable success in jobs procurred while prisoners, through correctional services guidance.

How to read the "Want Ads"– a part of employability skills training.

LOCAL GOVERNMENT OFFICIALS and corrections agencies can and have played a crucial role in providing services to county prisoners and ex-offenders.

THE COUNTY COMMISSIONERS must approve prison policy on all major expenditures. They must sign all correctional services funding requests to state and federal bureaus to prove local involvement in proposed programs. Any correctional program which fails to establish rapport with the county commissioners and sell the savings to the taxpayer which its program will hopefully provide through more successfully screened outmates, better educated voters, and reduced recidivism, will soon find itself on the financially endangered species list. This does not imply that subterfuge is necessary, but sincere selling of service capabilities is a must. A good program does have much to offer the county.

THE COUNTY PRISON BOARD can boost or crush the effectiveness of correctional services. Besides presentations at board meetings, the program director should arrange for a tour of school facilities and the opportunity for board members to observe inmates in class and vocational evaluation sessions, meet their teacher (s) and receive copies of monthly progress reports compiled by the correctional program. Communications must be open, since it must be remembered that even a sympathetic county prison warden takes his orders and direction from the prison board. Can a correctional services program afford to do less?

LOCAL MAGISTRATES often request or give information of value to counselors in correctional settings. They can exert great positive or negative influence on prisoners by their professional attitudes and ability.

Local Attorneys fit the same pattern and may be contacted sometimes in line of duty by counselors working to alleviate problems for prisoners and their families. Most are appreciative and cooperate as much as possible.

Bail Bondsmen likewise are of critical importance to trial line prisoners, and become acquainted with the work of prison counselors.

THE SHERIFF'S DEPARTMENT in many counties runs the prison, particularly in rural areas. The sheriff must become intimately acquainted with community correctional efforts, as must the warden in larger county institutions. Support from the management is absolutely essential.

Law enforcement officers will sometimes seek and share information with an active community corrections staff, and can be surprisingly understanding at times in individual cases.

THE COUNTY AND STATE PROBATION AND PAROLE DEPARTMENTS deserve special mention. These are the agencies charged with determining who is ready for release and whether ex-offenders are meeting their obligations to find and keep a job, pay fines and costs to the county, and observe other conditions of their parole. Violators are returned to prison to serve the remainder of their sentences. Correctional personnel can help screen potential parolees by providing the office with a record of educational pursuits and achievements, vocational screening results, in-prison work performance, disciplinary record, attitudinal findings and other useful material to aid in the evaluations.

OTHER COUNTY AND STATE PRISON staffs are sources of mutual education and aid. There is so much yet to be learned in correctional administration and services than an information exchange program is essential to avoid pitfalls and share successful approaches.

VOLUNTEERS IN PROBATION AND PAROLE (VIPS) pair concerned individuals with ex-offenders to ease adjustment and offer support to newly-released prisoners. Consideration is given to age, sex, interests and hobbies, and personality so that a good rapport may be established. This "big brother" relationship aims at advising the offender and exposing him or her to more stable and successful experiences and environments. One cannot teach inmates to be socially normal in an abnormal prison setting, but they can find acceptable patterns through association with those who have "made it in the straight world" after release.

FEDERAL AND STATE AGENCIES provide both general and specific services to offenders.

THE PENNSYLVANIA GOVERNOR'S JUSTICE COMMISSION is a strong advocate of correctional services and has funded numerous worthwhile projects in county prisons. Major emphasis has turned to programs designed to reduce recidivism and tension while increasing prisoner skills and likelihood of adjustment to incarceration and to society upon release. Earlier the commission had funded the construction of school facilities in prisons, but the payment pendulum has swung from bricks to brains. Regional representatives vote on and evaluate merits of comparative proposals. The agency also has skilled personnel to help counties design and write proposals for consideration, using explicit guidelines.

Pennsylvania Justice Commission purchased this data processing evaluation station.

STATE DEPARTMENTS OF CORRECTIONS can provide expertise on specific problems and guidelines for efficient program development. Although the scope and philosophy of large state institutions differs in many respects from county prison situations, certain truths still apply and many lessons learned hold mutual benefits. The state has publications of great value to correctional service staffs. Visits by staff members to state prisons may illuminate methods and materials which can be utilized in county programs. Prisoners are people, and the miseries of "stateside" inmates are shared by those in smaller county institutions, whose sentences are shorter but whose problems may be just as far-reaching. There is much to be learned and taught by correctional services personnel, at all levels.

THE VETERAN'S ADMINISTRATION will pay qualified veteran inmates for educational ventures based on evidence verified by the correctional staff. This can include technical courses, correspondence courses, and vo-tech adult education pursuits. Additional help is offered to the rare college-bound prisoners, and those who may chose to start their own business or buy a home. Veteran Hospitals will accept some inmates for drug and alcohol rehabilitation programs under certain conditions. Consult local representatives, for each case is handled on an individual basis.

THE INTERNAL REVENUE SERVICE will supply literature and advise in filling out tax returns for prisoners, including materials for practice sessions in programming formal classes on the subject. Employers, past and present should be contacted for earnings at tax time, no matter how fragmented the work record.

THE BUREAU OF VOCATIONAL REHABILITATION will test and treat prisoners in need of glasses, dental work, psychological evaluation and therapy, prosthesis, and other aid related to physical or mental health as it applies to a prisoner's ability to seek and hold gainful employment. The agency is able to supply skilled professionals to evaluate prisoners eligibility and provide support.

LOCAL AND MUNICIPAL SERVICE AGENCIES are the *keystone* of any county correctional program. The understanding and cooperation of the following local agencies is essential if the program is to succeed.

THE LOCAL BUREAU OF EMPLOYMENT SECURITY OFFICE offers information about job trends and job availability for offenders at the local level. It has been instrumental in a number of pioneer projects involving prisoners. At Lancaster County Prison, ten outmates were tested and screened for participation in the first vo-tech welding course funded for disadvantaged adults to include county prisoners. All finished the course, and most were able to soon find employment in their new field. The bureau will work closely with personnel in vocational testing, placement guidance, and program design. The work release director and correctional services director should develop a close working relationship with this important agency.

THE LANCASTER-LEBANON MANPOWER CONSORTIUM handled funds allocated by the Comprehensive Employment Training Act (CETA) to develop opportunities for the disadvantaged in municipal or county employment. Through this program it was possible to pay prisoners for on-the-job training in maintenance, kitchen skills, custodial work, and related areas inside Lancaster County Prison, and place some outmates on groundskeeping jobs for the city government when the 1975 recession seriously jeopardized available outmate positions. This program is unfortunately being phased out at present.

MENTAL HEALTH AND MENTAL RETARDATION (MHMR) offices are responsible for evaluation and placement of those suspected of being psychotic or mentally despondent. Psychologists test inmates and refer them to staff psychiatrists for therapy. Frequently inmates exhibit bizarre behavior or extreme depression which causes concern to officers and fellow prisoners alike, and they are committed to mental institutions for their own or others' protection, on recommendation of the MHMR staff. The agency also screens inmates for counseling and therapy. The Crisis Intervention team is a branch of MHMR which provides a 24-hour emergency counseling service and mental commitment service that has been extensively utilized when prisoners become suicidal, hysterical, hallucinating, or otherwise mentally disturbed.

COUNTY GUIDANCE CLINIC performs much needed referrals for counseling inmates and their families individually and in group sessions aimed at reducing frustrations and increasing understanding. Professional staff members schedule outmates at the clinic and engage whole families in sessions which attempt to build self-confidence and responsible behavior in the inmate.

DOMESTIC RELATIONS BUREAU monitors child support payments and can jail delinquent fathers. They are particularly involved with the work release outmates and make deductions from paychecks for this support. Some men are thousands of dollars in arrears, and others are obligated to pay for children who result from questionable relationships which border on duress.

THE FAMILY AND CHILDREN'S SERVICE can remove children from crippling home environments and place them in foster homes where hopefully they will receive more humane treatment and the necessities of life which are lacking from their natural parents. They also are concerned with problem pregnancies and counsel the female prisoner on birth control methods, abortion, and the education and ethics of planned parenthood.

THE LOCAL DEPARTMENT OF WELFARE should be contacted prior to the release of prisoners who need support until they can find work. Emergency disbursements are available, and a prearranged appointment with a caseworker can prevent a period of penniless panic which has on occasion pushed newly released prisoners into renewed criminal acts to turn a fast dollar.

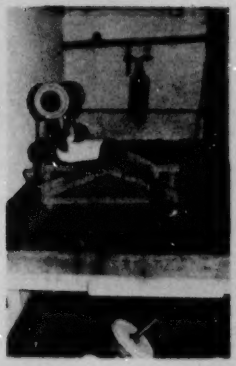
HUMAN RELATIONS agencies can be contacted to sponsor educational projects and consultation for the promotion of racial equality and opportunity for minority members. In Lancaster they supported a professor from Millersville State College who came to the prison and offered a popular ethnic awareness course for continuing education credit. This course was responsible for helping to bring greater racial harmony into a long hot summer of explosive emotions in the cellblock. Even radical prisoners admitted learning to appreciate "the other dud's ways" even if they couldn't accept the cultural and racial differences themselves.

THE SALVATION ARMY has long been deeply concerned with prison reform and prisoner problems and should be contacted to determine the perimeters of local aid possibilities. Some prisons have had facilities opened to their outmates for recreational activities under supervision, others have supplied the needy families of inmates with clothes and necessities, or given an indigent released prisoner busfare to get home to those who could help him get a fresh start.

THE RED CROSS provides emergency aid to the families of inmates in time of natural disaster, and will help track down and notify relatives of deceased family members of inmates. The local chapter may also provide first aid training for inmates and correctional officers which may prove invaluable in their sometimes violent lives.

ALCOHOLICS ANONYMOUS representatives are ready to set up programs in county prisons for those who need their proven insight and support. Care must be taken to provide an appropriate meeting place and if possible someone to follow-up ex-offenders on release to help with their sometimes crushing responsibilities. Self-deceptive complex personalities behind bars often revert to dismal failure and the debilitating effect of alcoholism when drink becomes again available. An overwhelming percentage of inmates have alcohol problems and desperately need this support. The correctional services staff should also become acquainted with the resources available through alcohol and drug abuse rehabilitation centers, to which selected prisoners may be assigned during sentence or referred upon release.

THE PUBLIC LIBRARY definitely should be contacted to investigate possibilities for setting up and maintaining a branch in the county prison. Many librarians are glad to supply a great variety of books, particularly paperbacks, to the prison and may even be willing and able to provide professional library services behind bars by helping prisoners in research requests, rotating stock of books, and tracking down specific books for the main library or by exchange from others. Man can lock up bodies but never minds. Boredom is a desperate thing, much relieved by good reading material of appropriate interest and difficulty levels. Popular magazines can also be provided.



Community organizations provide needed services within prison walls.

MANY CHURCHES have well-organized and diversified services available to prison personnel on request. Ministers are permitted visits to prisoners at almost any time, for religious counseling. It cannot be denied that a certain percentage of humanity finds God only in the degradation of prison which makes them take a hard look at their life style for the first time. In addition church groups have provided pastoral visits to families, emergency fund and clothing banks for needy dependents, job placement possibilities, financial aid to indigent prisoners, and Christmas gifts for the whole county prison population. Their programs should not be overlooked.

LOCAL HOSPITAL administrators can negotiate emergency medical care, and psychiatric services, and make fair, financial arrangements for prisoners and dependents who need their services. These can best be contacted by the prison staff.

CHALLENGES IN COUNTY CORRECTIONS

FEDERAL FUNDING FOR COUNTY PRISON PROGRAMS:

Applications for federal funds can be made directly to the U.S. Office of Education. The Federal Register contains a listing of project grants and contracts that may be applied for in accordance with the regulations of specific educational acts passed by Congress.

A one-year subscription to the *Federal Register* may be obtained by sending $50 to: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The instructions in the *Federal Register* as to program regulations and application dates must be followed exactly.

Since the competition for Federal funds is extensive and the writing of federal proposals laborious, applicants are encouraged to submit proposals only when 1) their projects meet the priorities set in the federal guidelines, and 2) their project design can be transported to other programs throughout the state or nation.

The Catalog of Federal Domestic Assistance, available from the Office of Management and Budget, Washington, D.C. 20503, can help potential grantees obtain information and assistance. It describes each program by the type of assistance, the purpose for which it is available, who can apply and the application procedure. It also identifies Federal offices that can be contacted for additional information.

STATE FUNDS:

Since Federal funds are more limited than in the past, programs should be aware that State agencies have been made responsible for the distribution of Federal funds, and local governments have been receiving monies through the system of revenue sharing.

Adult Basic Education Funds – The State Department of Education, Office of Continuing Education operates the Adult Basic Education programs in Pennsylvania. ABE funds are available for use in a limited number of institutions including county jails. These programs should address themselves to the education and counseling of adults 16 years of age and older who have below an eighth grade reading or math level. GED programs operated by the same State office are funded to provide for continuing the education of these adults to twelfth grade level. The basic funding component in Project Hope is the ABE/GED program. Mr. Clair Troy, Director of Adult Education, Penna. Department of Education, Box 911, Harrisburg, Penna. 17126, is in charge of this funding.

A high school diploma can be a symbol of success.

Governor's Justice Commission Funds – The Governor's Justice Commission of the Commonwealth of Pennsylvania makes LEAA, Law Enforcement Assistance Administration funds available for research and development programs in the nine major criminal justice areas.

These funds are available to local governments and to applicant organizations as subgrantees. Proposals should be addressed to the priorities for the year and must be innovative projects and not supplant activities already in existence. Programs with local impact will be reviewed by one of the eight Regional Planning Councils; whereas projects with statewide impact should be submitted to the Application Control Section, Governor's Justice Commission, Box 1167, Federal Square Station, Harrisburg, Penna. 17120.

Each region maintains a planning staff member who is available to work with program applicants. The locations of the regional offices and the names of the planning assistants are available from the central planning section in Harrisburg. Their address is listed on page 30; their telephone number is (717) 787-8559.

LOCAL FUNDS:

Both revenue sharing and local comprehensive manpower funding have been set up to enable elected officials to provide a realistic response to the needs of the people in their jurisdictions. With the responsibility for funding should come a commitment on the part of the local officials to the programs they are sponsoring.

The Comprehensive Employment and Training Act of 1973 (CETA) – The Secretary of Labor has made employment and training program funds available to local governments. Among the authorized programs that can be applied for by prisons are comprehensive employment services, on-the-job training, remedial education and ancillary services. Additional manpower services are specially marked for offenders under this program.

MAKING PROGRAMS WORK: Correctional services personnel, no matter what their parent organization, must immediately establish good relations with the warden and the other prison staff members, or their programs will never become reality. The warden should meet weekly with the services director to coordinate activities, plan new programs, review changes, and gain mutual insights on institutional needs and philosophy. Services are "guests of the institution" and must abide by prison regulations at all times. Not to do so is beyond folly - it's dangerous. Officers should be treated courteously to best meet program needs for movement of students and security requirements. Officers are not counselors and teachers are not officers, but both can profit from each other. Offer the GED, library privileges, etc. to officers as well as prisoners, and be appreciative of their help.

Without clients a program is dead, so there is a need for supporting good relations with the prison population. It is literally the first time in some of their lives that someone cared about them. Prisoners are human beings and are acutely sensitive to unfair or condescending treatment. A staff who relates to prisoners with consistent firmness and sincerity while performing a competent professional job will find them enthusiastic and cooperative.

Community relations demands constant efforts to establish and maintain open lines of communication and insure that the individuals and agencies are tuned in to prison needs. Many local agencies have services vitally needed by county prison populations but have never taken the necessary steps to serve inmates. Likewise, prisons have remained unaware of excellent resources in the community. Key community leaders should be given a tour of prison facilities so that they can better understand the needs of the prisoners and the institution.

The correctional services director should provide a climate in which staff specialists can enjoy professional freedom to innovate within the framework provided by prison regulations. Since teachers, counselors, and vocational staff members will work with many of the same inmates, an accurate system of participant personnel files is essential. This should include background information, involvement in pro-

gram activities, personality test results, vocational screening reports, and anecdotal notes. Frequent staff conferences will facilitate smooth operations. Statistical and subjective evaluation must be built into the program, not only to justify funding requirements but to mark growth and to analyze strengths and weaknesses for program improvement.

In these days of pinched economics and inflation, most bureaucratic systems are under fire to phase out unnecessary services and staff. Minimum and maximum security institutions compete for funds, although each answers non-competitive needs. In addition, the whole concept of prison rehabilitation has been severely criticized recently. Admittedly the success record has been less than spectacular. The Community Correction approach holds much promise and is supported by courts and correction leaders in many areas. Restitution centers, places for criminals to work off payments to their victims, are operating successfully in Wisconsin and elsewhere.

U.S. Supreme Court Justice Berger insisted that all prisoners deserve a "chance to change" but that courts need the tools to perform this task. Community Corrections can answer this need, along with restitution centers and other alternatives.

One thing seems certain. County prisons are the first line of defense against recidivism. As most general alarm fires could probably be extinguished by a bucket of water at their start, most criminals have the best chance of economical and efficient corrections when committed for their *first* crime in local county prisons. Personnel resources can be directed toward preventive rather than remedial aid before the pattern becomes too set to change. Community concern can lead to contacts which will offer support to the prisoner and ex-offender so that he will be better able to succeed out of jail. First time offenders will learn the lesson of crime and bitterness against society during their first sentence unless something better is offered. The tragic truth is that most counties offer very little as an alternative to the degradation and dullness of prison. Just as "poor officials are elected by good citizens who do not vote", hardened criminals are produced by good counties who do not offer correctional services to help inmates gain insights, attitudes and skills to get out of jail and stay out.

Time is a problem, since many prisoners are only in county prison for three to six months with a 1½ – 2 year maximum. Programs must be high impact, well organized, and well staffed. Public procrastination and apathy must be overcome by vigorous, aggressive efforts. There is a critical difference between telling and selling. The former explains - the latter inflames, and emotion makes the difference. When correctional staff, community leaders, the general public and prison administrators *care* about improving prisons, good things begin to happen.

That states spend millions to rehabilitate hardened criminals in state institutions but will not spend thousands to head off the problems at a county level makes about as much sense as forbidding fire companies to respond to calls for help until flames come out all the windows. Taxpayers, penal officials, prisoners and their families can all profit by comprehensive, competent community corrections in county prisons. It is far better for a prisoner to be able to say, *"I'm glad I did than I wish I had...* but the chance to change must be presented in time.

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